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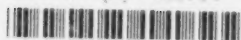
Adoption of the agenda and other organizational matters

**Report of the Economic and Social Council Ad Hoc
Advisory Group on Burundi****Summary*

The Ad Hoc Advisory Group on Burundi was mandated by the Economic and Social Council to examine the humanitarian and economic needs of the country and provide advice on how to ensure that the assistance of the international community is adequate, coherent, well coordinated and effective and promotes synergy. The work of the Group has been carried out at an important moment, as the people of Burundi are tackling the peace process with vigour and embarking on the road from relief to development. The country faces various and interlinked challenges, which it is crucial to confront in order to promote stability and ensure durable peace and sustainable development.

Burundi is located in the middle of the troubled Great Lakes region. It is a country emerging from 10 years of conflict following an initiative of the African Heads of State and Government that resulted in the Agreement on Peace and Reconciliation, signed on 28 August 2000 at Arusha. Further negotiations produced two Protocols signed at Pretoria, South Africa, on 8 October and 2 November 2003, followed by a Global Ceasefire Agreement between the Transitional Government and CNDD-FDD, the main rebel group led by Pierre Nkurunziza, signed at Dar es Salaam on 16 November 2003. The level of violence in the country has been significantly reduced, and it is estimated that in 95 per cent of the country hostilities have ceased. However, PALIPEHUTU-FNL, led by Agathon Rwasa, remains outside the peace process and creates a climate of violence and fear in and around the capital city of Bujumbura. From 18 to 21 January 2004, the President of Burundi, Domitien Ndayizeye, held talks with PALIPEHUTU-FNL at Oisterwijk, the Netherlands, to discuss the possibility of securing a ceasefire agreement and of PALIPEHUTU-FNL

* The report is submitted late in order to reflect recent important developments relating to international support for Burundi.



joining the Transitional Government. During the talks, President Ndayizeye and the leaders of PALIPEHUTU-FNL agreed to appoint an international commission of inquiry to investigate the tragic killing of the Apostolic Nuncio, Monsignor Michael Courtney.

Underpinning the Arusha peace process is the presence of the African Mission in Burundi (AMIB), composed of 3,000 troops from Ethiopia, Mozambique and South Africa. AMIB, which enjoys the support of bilateral donors, is tasked to maintain stability in Burundi and create conditions for a United Nations involvement in Burundi. The Security Council has invited the Secretary-General to submit recommendations early in March 2004 on how the United Nations can give the most efficient support to the full implementation of the Arusha Agreement. This follows a request to the Security Council by the African Union that consideration be given to the replacement of AMIB by a United Nations peacekeeping force.

The return of peace to Burundi has exposed the enormous humanitarian, economic and social challenges faced by the Transitional Government. Burundi is densely populated and has the highest proportion of displaced persons of any African country. Burundi is classified as a least developed country, with more than 90 per cent of the population living in rural areas. Coffee represents 85 per cent of the country's commercial export; owing to the decline of its price in the commodities market, Burundi's foreign exchange earnings were reduced by more than 60 per cent. In addition, 89.2 per cent of the population live on less than \$2 a day, and 58.4 per cent on less than \$1 a day. The World Bank estimates that the economy has contracted by 25 per cent over the past five years. It is unlikely, under these circumstances and without international support, that Burundi can reach any of the Millennium Development Goals.

The Ad Hoc Advisory Group consulted widely with a number of interlocutors within the United Nations system, bilateral donors, and the Bretton Woods institutions. The Group also visited Burundi and met with President Ndayizeye, Cabinet Ministers, the Special Representative of the Secretary-General, the United Nations Country Team, civil society, international aid organizations, and members of the diplomatic corps. The Group was encouraged by the efforts made by Burundi to cope with the changing situation. However, as resolute as the Government and other social actors may be, and as well defined as their objectives are, their success is totally dependent on strong international support and a genuine partnership with the development partners.

The international community has begun responding to the needs of Burundi. A consolidated appeal process for 2004 was launched on 19 November 2003 and the United Nations country team and its partners requested US\$ 71,545,567 to support projects that assist the most vulnerable, while laying the ground for development and reconciliation. In 2003, \$21 million was raised in a similar appeal. A successful Forum of Development Partners of Burundi attended by 25 countries was held on 13 and 14 January 2004 in Brussels. It was organized jointly by the Governments of Belgium and Burundi, with technical assistance from the United Nations Development Programme. The Executive Board of the International Monetary Fund has approved a three-year arrangement for Burundi under the Poverty Reduction and Growth Facility to support the country's economic reform programme until January 2007. This will open the way for debt relief for Burundi under the enhanced Initiative for Heavily Indebted Poor Countries by 2005. The Paris Club had committed itself to

granting debt relief as soon as the arrangement under the Poverty Reduction and Growth Facility was approved by the Executive Board of IMF.

Burundi is in need of emergency assistance, including budgetary support, at this critical moment in the evolution of the peace process. Adequate support must also be provided to allow the country to embark on the path of sustainable development. Continued support for AMIB, pending the possible deployment of a United Nations peacekeeping force, will be critical for sustainable peace as Burundi prepares for elections at the end of October. The overall political situation has never been as promising as it is now. Without sustained international support, however, this promise may not be fulfilled.

I. Introduction

1. The Ad Hoc Advisory Group on Burundi was formed pursuant to Economic and Social Council resolution 2003/16 of 21 July 2003. This is the second Ad Hoc Advisory Group created by the Council, the first being the Ad Hoc Advisory Group on Guinea-Bissau.¹ By resolution 2002/1 of 15 July 2002 the Council created a framework for an ad hoc advisory group on African countries emerging from conflict and mandated that the group examine the humanitarian and economic needs of the country concerned; review relevant programmes of support and prepare recommendations for a long-term programme of support, based on its development priorities, through the integration of relief, rehabilitation, reconstruction and development into a comprehensive approach to peace and stability; and provide advice on how to ensure that the assistance of the international community in supporting the country concerned is adequate, coherent, well coordinated and effective and promotes synergy.

2. In a letter addressed to the President of the Economic and Social Council (see E/2002/86), the Permanent Representative of Burundi to the United Nations requested that the Council set up an Ad Hoc Advisory Group on Burundi. As a result, the Council decided to establish the Group and to undertake consultations on its modalities of work in such a way as to enable the Group to participate in the planned donor round table to be organized by the Government of Burundi in collaboration with the United Nations Development Programme (UNDP). In its decision 2003/311 of 22 August 2003, the Council decided on the composition and terms of reference of the Group. The mandate, set out in Council resolution 2002/1 was retained for the Ad Hoc Advisory Group on Burundi. The Council requested the Group to submit a report on its recommendations to the Council by mid-January 2004.

3. The Group is composed as follows: Ambassador Dumisani Shadrack Kumalo (South Africa), Chairman, Ambassador Koichi Haraguchi (Japan), Ambassador Abdul Mejid Hussein (Ethiopia), Ambassador Marc Nteturuye (Burundi), Ambassador Jean de Ruyt (Belgium) and Ambassador Jean-Marc de La Sablière (France). In accordance with Council decision 2003/311, Ambassador Gert Rosenthal (Guatemala), then President of the Economic and Social Council, and Ambassador Ismael Abraão Gaspar Martins (Angola), Chairman of the Ad Hoc Working Group of the Security Council on Conflict Prevention and Resolution in Africa, were invited to take part in its work, which they did.

4. The establishment of the Group also led to a closer working relationship between the Economic and Social Council and the Security Council. The President of the Economic and Social Council informed the President of the Security Council of the creation of the Group in a letter dated 25 August 2003 (distributed as S/2003/836). The Security Council welcomed the establishment and the work of the Group in a statement to the press delivered by the President of the Council on 14 August 2003 and in a presidential statement of 22 December 2003 (S/PRST/2003/30).² The President of the Economic and Social Council was invited to address the Security Council at a meeting on the situation in Burundi held on 4 December 2003, a meeting attended by the Deputy President of South Africa Jacob Zuma, facilitator of the Arusha peace process.

II. Highlights of the activities of the Group

5. Since its first meeting on 11 September 2003, the Group has held a series of briefing sessions and meetings in New York with major United Nations and international interlocutors to discuss various aspects of development assistance to Burundi. These included:

- Kieran Prendergast, Under-Secretary-General for Political Affairs
- Jacques Loup, Deputy Assistant Administrator and Deputy Director, UNDP Regional Bureau for Africa
- Emmanuel Mbi, Country Director, South Central Africa and the Great Lakes, World Bank
- Philippe Beaugrand, Deputy Division Chief, Africa Department, International Monetary Fund
- Marie-Thérèse A. Kéita-Bocoum, Special Rapporteur of the Commission on Human Rights on the situation of human rights in Burundi
- Department of Political Affairs, Office for the Coordination of Humanitarian Affairs and United Nations Development Programme
- The Rome-based agencies, namely the Food and Agriculture Organization of the United Nations (FAO), the World Food Programme (WFP) and the International Fund for Agricultural Development (IFAD)
- Bilateral donor countries.

6. The Group also had the honour of meeting the President of Burundi, Domitien Ndayizeye, when he attended the opening of the fifty-eighth session of the General Assembly in September 2003.

7. By means of those meetings and consultations, the Group gained an overview of the challenges confronting Burundi and a better understanding of its relations with the development community at large.

8. In November 2003, the Group decided to undertake a mission to Burundi and to meet the government authorities, major socio-economic interlocutors, the United Nations entities active on the ground, and other development partners. The mission of the Group took place from 19 to 26 November 2003 and was hosted by Berhanu Dinka, Special Representative of the Secretary-General and Chief of the United Nations Office in Burundi (UNOB), and Sunil Saigal, Resident Coordinator of operational activities of the United Nations system in Burundi.

9. The Group had an extensive programme of meetings and consultations with a wide range of national leaders and dignitaries. On the governmental side, the Group met the President and the Vice-President of the Republic and had a working session with Cabinet Ministers led by the Minister of Planning, Development and Reconstruction and including the Minister of Justice, the Minister for the Reinsertion and Resettlement of Displaced Persons and Returnees, the Minister of Finance, the Minister of Trade and Industry, the Minister of Social Affairs and the Advancement of Women, the Minister of Human Rights, Institutional Reforms and Relations with the National Assembly, the Minister of Communal Development, and the Governor of the Bank of the Republic. Meetings were also held with the bureaux

of the Senate and the National Assembly, the Implementation Monitoring Committee of the Arusha Agreement on Peace and Reconciliation in Burundi and the President and Vice-President of the National Commission for the Rehabilitation of *Sinistrés*.

10. The Group met representatives of the Chamber of Commerce, Industry and Arts and Crafts and approximately 40 civil society organizations, including those active in religious matters, human rights, the advancement of women, children, youth, community development and HIV/AIDS. The Group also met with trade union leaders. The Group travelled to Gitega Province for discussions with the Governor and members of the regional authority and also visited projects supported by United Nations agencies and a site in which internally displaced persons were supported by WFP.

11. The Group also held a series of meetings with international stakeholders, including the Special Representative of the President of the Commission of the African Union and Chief of the African Mission in Burundi, officials of UNOB and the United Nations country team, the diplomatic corps, and representatives of international non-governmental organizations. The members of the Group, who had the pleasure of meeting the Apostolic Nuncio, Monsignor Michael Courtney, in Bujumbura, was deeply saddened by his tragic assassination one month later.

12. Following the mission to Burundi, three members of the Group participated, in accordance with Economic and Social Council resolution 2003/16, in the Forum of Development Partners of Burundi, held in Brussels on 13 and 14 January 2004.

13. The Group wishes to express its gratitude for the support it received from the Government of Burundi, the Special Representative of the Secretary-General, the United Nations Resident Coordinator and the United Nations country team, the United Nations Secretariat, and all those who took time off to brief the Group, answer its questions and exchange ideas. The Group thanks in particular the Office for ECOSOC Support and Coordination of the Department of Economic and Social Affairs for its continuous support.

III. Background

14. Burundi is a small landlocked country of the Great Lakes region of Africa. Surrounded by Rwanda, the Democratic Republic of the Congo and the United Republic of Tanzania, its borders are shaped by natural features, including several rivers and the vastness of Lake Tanganyika. As a result of an unprecedented population increase over the past five decades (from 2 million in 1950 to 6.9 million today) on a small territory (27,834 km²), Burundi has a density of 228 people per km², the second highest in Africa (after Rwanda). Burundi's population is composed of three ethnic groups, the Hutu, Tutsi and Twa, all of whom share the same language, culture and religion.

15. The country functioned as a kingdom for centuries. Colonized by Germany in 1899, Burundi was ruled by Belgium under a League of Nations mandate and a United Nations trusteeship from 1916 until 1962, when it gained independence. Ethnic tensions between the Hutu majority and the Tutsi minority have marked the political life of the country since then. Violent uprisings periodically occurred; in 1972, tens of thousands of people were killed and around 200,000 sought refuge in

the United Republic of Tanzania, where the majority still remain. The first democratic elections were held in 1993, in which Melchior Ndadaye, a Hutu, was elected as President. President Ndadaye was assassinated four months after taking office. Massacres of Tutsis were carried out, followed by reprisals. Tens of thousands of people were killed while hundreds of thousands fled their homes.

16. In 1994, President Cyprien Ntaryamira, the successor of President Ndadaye, died when the aeroplane carrying him and the President of Rwanda was shot down over Kigali. In 1996, Major Pierre Buyoya returned to power by means of a coup, which was condemned by neighbouring countries and led to regional economic sanctions, with dramatic consequences for the socio-economic situation of the country. Those regional sanctions were suspended in January 1999.

17. The heads of State of the Organization of African Unity, now the African Union, designated President Julius Nyerere (United Republic of Tanzania), followed by President Nelson Mandela (South Africa), as facilitators of the Burundi peace process, under the Regional Initiative for Peace in Burundi. Intensive diplomatic efforts resulted in the Agreement on Peace and Reconciliation, signed on 28 August 2000 at Arusha by 19 political parties. Major Hutu rebel groups refused to lay down their arms, however. In 2001, the Deputy President of South Africa, Jacob Zuma, was designated as the official mediator by President Mandela with the President of the United Republic of Tanzania, Benjamin Mkapa, and the President of Gabon, Omar Bongo, as co-facilitators. On 1 November 2001, a Transitional Government was established on the basis of the Arusha Agreement and following the provisions in the transitional constitution. On 30 April 2003, President Buyoya handed over the Presidency to the current President, Domitien Ndayizeye, for an 18-month term as agreed under the Arusha Agreement. The Arusha peace process is intended to culminate in national elections in November 2004.

IV. Recent political developments

18. Since its creation, the Ad Hoc Advisory Group has witnessed major developments in the Burundi peace process. Diplomatic efforts led to the signing in Pretoria of the Protocols on political, defence and security power-sharing on 8 October and 2 November 2003. Those agreements led to the global Ceasefire Agreement between the Transitional Government and the Conseil national pour la défense de la démocratie-Forces pour la défense de la démocratie (CNDD-FDD), a major Hutu rebel group, signed at Dar es Salaam on 16 November 2003. Ministers from CNDD-FDD joined the Transitional Government and assumed duties late in November, including Pierre Nkurunziza, leader of CNDD-FDD, as Minister for Good Governance and State Inspection. On 6 January 2004, a joint army command was established comprising officers from the government army and CNDD-FDD, thereby taking the peace process further into a decisive phase. The level of violence has been significantly reduced, and it is estimated that in 95 per cent of the territory hostilities between different movements have ceased.

19. The Parti pour la libération du peuple Hutu and its military wing, the Forces nationales pour la libération (PALIPEHUTU-FNL) (Agathon Rwasa) remains the only rebel group outside the peace process and has continued to fight from the rural area around Bujumbura, creating a climate of violence and fear in and around the city. However, the Group was much encouraged by the fact that PALIPEHUTU-FNL

(Rwasa) held meetings with President Ndayizeye from 18 to 21 January at Oisterwijk, the Netherlands, to discuss the possibility of securing a ceasefire agreement and joining the Transitional Government.

20. On 11 January 2004, President Ndayizeye presented to political parties a draft electoral code, one of the prerequisites for holding the elections called for by the Arusha Agreement before the end of the transition period in November 2004.

21. In accordance with the Arusha Agreement, the Transitional Government has requested the Security Council to establish an international judicial commission of inquiry to investigate cases of genocide, war crimes and crimes against humanity committed since the independence of the country. In parallel, the Government has presented to Parliament a proposal for the creation of a National Commission for Truth and Reconciliation.

22. With these developments, Burundi has never been as close to a comprehensive and fully inclusive peace as it is now. The disarmament, demobilization, rehabilitation and reintegration of ex-combatants has become a priority issue, for which funds are available in the framework of the Multi-Country Demobilization and Reintegration Programme managed by the World Bank. Moreover, bilateral contributions will finance the pre-cantonment of combatants, for which the latter programme cannot be used.

23. In view of the integration of members of armed movements in the national army as a result of the peace process, the number of soldiers is expected to increase, potentially reaching 65,000, and this will place an added burden on the State's budget. To address this situation, the Government has announced a planned demobilization process which aims at reducing the number of soldiers by 10,000 annually over a four-year period, and has requested international support for this process.

24. There are reports of increasing violations of human rights in some parts of the country. It is also to be deplored that acts of banditry and a climate of impunity are reported, which add to the allegations of corruption, a phenomenon that has increased considerably in recent years. It was stressed to the Group that these challenges were the results of the war, which weakened, or even destroyed, the institutions of governance. The Government of Burundi has condemned these allegations and promised to investigate.

25. The Central Organ of the Mechanism for Conflict Prevention, Management and Resolution of the African Union deployed the African Mission in Burundi (AMIB) and its first detachments arrived in Bujumbura on 27 April 2003 with the stated aim of creating conditions for the deployment of a United Nations peacekeeping force. The deployment of some 3,000 troops from South Africa, Ethiopia and Mozambique was completed by October 2003. The Mission is headed by Ambassador Mamadou Bah, whom the Group met in Bujumbura. Several bilateral donors have provided financial support to AMIB, which carries out crucial tasks in the country, including the pre-cantonment of combatants. The Security Council has invited the Secretary-General to submit recommendations early in March 2004 on how the United Nations can give the most efficient support to the full implementation of the Arusha Agreement. The funding of AMIB depends on voluntary contributions and the question of its financing in the long term needs to be

addressed. The Group was informed of the request for its replacement by a United Nations peacekeeping force.

V. Overview of the humanitarian, economic and social situation

A. The humanitarian context

26. The economic and social fabric of the country bears the consequences of a decade of continuous violence, which has claimed the lives of close to 300,000 people, primarily civilians. According to United Nations humanitarian and development agencies, the level of vulnerability among the general population is one of the highest in the world. Over 70 per cent of the internally displaced persons living in camps have no access to the minimum daily requirement of drinking water and food. The number of persons admitted to the nutritional and health-care centres jointly supported by UNICEF, WFP and the World Health Organization (WHO) continues to increase. In 2003, more than 1.2 million people received food from WFP and 630,000 people are expected to benefit from this assistance every month early in 2004. Many communities have lost their capacity to sustain themselves and been dispossessed, looted by rebels, rogue armed forces and bandits. Another source of concern is landmines, which have claimed many victims.

27. As a consequence of the war, women head 30 per cent of Burundi households. This has led to the formation of Burundi women's associations to advocate for increased protection of women and girls from gender-based violence. Children are also affected: more than 14,000 child soldiers have been enrolled in the national army, militia and rebel forces since the beginning of the conflict. More than 600,000 other children are orphans of war. Infant mortality has reached the alarming rate of 114 per thousand births. The United Nations system estimates that vaccination coverage and primary school attendance have decreased by a third since 1993.

28. Life expectancy at birth fell by 10 years, to 40.9 years, in 2001. The health sector dramatically lacks means, logistics and human resources. Malaria is increasing throughout the country and is now the most devastating disease. The Burundi Ministry of Health and WHO have introduced a new treatment protocol and UNICEF and international non-governmental organizations cooperate in these endeavours. Access to medicine was mentioned as a continuous problem that demanded urgent solutions by the Government in cooperation with its development partners. The incidence of HIV infection is also a growing source of concern. According to UNAIDS,³ 40,000 Burundians died because of AIDS in 2001 and 8.3 per cent of those aged between 15 and 49 years live with HIV/AIDS. A recent mobilization of all Burundian stakeholders should help to mitigate the expansion of the disease.

29. Through the consolidated appeal process for 2004, launched on 19 November 2003, the United Nations country team and its partners have requested US\$ 71,545,567 to support projects that assist the most vulnerable, while laying the ground for development and reconciliation. It is therefore crucial that the 2004 appeal receive the attention it deserves and be properly funded. Response by donors to previous appeals has been disappointing, as Burundi managed to attract around one third of what was requested, mostly to answer basic food needs and provide

other support to refugees and internally displaced persons. Contributions, pledges and funds carried over to the consolidated appeal for 2003 stand at \$21,263,348, that is, 29.7 per cent of the funds sought. This year, the case of Burundi received specific attention at the annual launching events of all appeals at Geneva and was selected, in the framework of the Good Humanitarian Donorship Initiative, to be considered for increased support to the work of the humanitarian community there.

B. The return of refugees and internally displaced persons

30. Burundians suffer from one of the highest proportions of displaced persons of any African country. More than 17 per cent of the population is either displaced or living as refugees. At least 13 per cent of all Burundians depend on external assistance to survive. More than 281,000 internally displaced persons live in 230 sites throughout the country, and 750,000 refugees live in exile, where many receive assistance from the Office of the United Nations High Commissioner for Refugees (UNHCR). At the same time, 37,000 refugees from the Democratic Republic of the Congo live on the Burundian territory and also receive assistance from United Nations agencies.

31. Some of the refugees have started to return spontaneously from the United Republic of Tanzania to the northern and central provinces of Burundi, and this trend has increased over the past months. UNHCR expects that 300,000 refugees will return from the United Republic of Tanzania early in 2004. With the signing of the two Pretoria Protocols, refugees and internally displaced persons look forward to a planned process of repatriation and reintegration.

32. The Arusha Agreement created the National Commission for the Rehabilitation of *Sinistrés* to organize and coordinate all aspects of the return of refugees and internally displaced persons, from emergency assistance to social and professional reinsertion. The Commission is now in place and an action plan has been prepared to guide its work. However, in view of the expected massive return of people in the short to medium term, Burundian institutions cannot deal with the issue alone. The estimated cost of activities in this field is €500 million, including agricultural rehabilitation, for which international assistance is sought. In this context, it is important to clarify the respective areas of work of the Commission and the Ministry for the Reinsertion and Resettlement of Displaced Persons and Returnees.

33. The combined effects of the high population density and the massive return of people to their land, in a country where 91 per cent of the population is rural, raises the issue of access to land. Some refugees have been victims of land expropriation and the 1972 refugees cannot lodge claims to their land as the legal deadline (*prescription*) has been reached. The Government faces the challenge of finding ways to manage the conflicting demands for land from internally displaced persons and returning refugees. One suggested way of dealing with these challenges is to reinforce and expand the traditional conflict resolution mechanisms such as the *Bashingantahe* and also to find a proper articulation with the formal justice system. The right of women to own land was mentioned as an urgent issue of concern that will need to be explicitly stated and addressed in revised national legislation.

C. The economic situation

34. Burundi is classified as a least developed country. With 89.2 per cent of the population living on less than \$2 a day and 58.4 per cent on less than \$1 a day, Burundi's human development index is 0.337, ranking 171 out of 175 countries.⁴ In 2002, the economic growth rate was estimated at 2 per cent in real terms, less than the estimated 3 per cent growth of the population, resulting in a significant increase in the poverty level. Gross national income per capita is \$110, much less than the average of sub-Saharan Africa (\$490) and a quarter of that of low income countries as a group. The adult literacy rate is 49 per cent.⁴

35. The gross domestic product fell from \$1.2 billion in 1991 to \$0.69 billion in 2001. Although growth was higher than expected in 2002, a downturn is expected in 2003, owing to poor rainfall and the continuation of fighting in the first half of the year. The Burundi franc, the national currency, has lost almost 30 per cent of its value since 2001. The devaluation decided in August 2002 has led to a sharp increase in the price of fuel, construction material and other consumer products.

36. More than 90 per cent of the population of Burundi is rural. Coffee represents 85 per cent of the country's commercial export, and the decline of its price in the commodities market has reduced foreign exchange earnings by more than 60 per cent. Tea and cotton are also grown for trade and some industrial firms process those products. The country remains under-industrialized, however, with some potential developments in the mining and hydroelectric sectors. Intensification of the traditional economic sectors and diversification of the economy are major challenges for the development of the country. Labour-intensive projects are also needed to deal with the high level of unemployment.

37. The budgetary situation in Burundi is extremely difficult, and the Government has requested urgent budget support to finance critical current expenditure, such as salaries, and engage in capacity-building and governance-related activities. Representatives of the business sector, which the Group met during its visit to Burundi, also stressed the need for budget support so that State institutions could pay their arrears to private companies contracted by them. If this were not done, there would be a risk of general insolvency and widespread bankruptcy. High interest rates and fiscal pressure were also stressed as obstacles to private sector recovery. The integration of members of armed movements into the national army will necessarily affect the State's budget.

38. In 2002, the Government of Burundi prepared an interim poverty reduction strategy paper, which was used for the formulation of an emergency social programme in November 2002. Those documents are now used in the preparation of a poverty reduction strategy paper. The Group concurs with the observation made by IMF that the issuance of Burundi's interim poverty reduction strategy paper represents a major step forward in the development of the Government's economic strategy for the coming years. The Group has also taken note of the recommendation made in the final communiqué of the Forum of Development Partners that in the meantime there is a need for an overall "road map" that will confirm the linkages between the various development programmes initiated (disarmament, demobilization and reintegration, resettlement, capacity-building, budgetary and balance-of-payments support etc.), set out what is required and when, and define a strategy for a rapid and coordinated response.

VI. The nexus between peace and development

39. Ten years of war have had a devastating impact on the socio-economic situation of Burundi, with many dimensions. The World Bank estimates that the economy has contracted by 25 per cent over the past five years, owing to the security situation. The implosion of public services, particularly health infrastructure, education and other basic social services, has led to a decline in development. On the sustainable development side, it is estimated that 35 per cent of the country's natural forest and 25 per cent of its wood plantations have been lost as a consequence of the conflict: forests were used as bases for the rebels and destructive army campaigns have been conducted to remove them. In the health sector, one of the factors in the increased prevalence of malaria throughout the country is the massive population displacements as a result of the war and the concomitant extension of rice culture and fish breeding in marshes located at high elevations (*marais des hauts plateaux*).⁵

40. Representatives of the Government of Burundi and the United Nations country team emphasized that the fight against poverty would be crucial to consolidating gains in the political field. The Group's attention was drawn to research carried out by the World Bank on assistance to post-conflict countries, which indicated that the probability of re-entering into conflict was high if improvements did not occur in people's lives within a five-year period. It is therefore essential to create a window of opportunity and break the conflict trap in Burundi through early and massive assistance.

41. In many post-conflict situations, a gap between relief and development is observed, which is manifested by an inability to transfer the momentum of crisis response to recovery, rehabilitation and development activities.⁶ The Group was encouraged to witness efforts made by United Nations organizations to address this gap and ensure that, beyond humanitarian assistance, their activities contribute to longer-term rehabilitation of communities. An interesting example of this is the joint FAO/WFP emergency agricultural operations programme, which provides seeds and food intakes simultaneously to 200,000 households, in order to prevent the hungry from eating the seeds distributed to them.

42. The links between peace and development call for a comprehensive approach to the problems faced by Burundi, in which key aspects of relief, recovery, human rights, economic growth and sustainable development are included. In a report entitled "Choosing hope: the case for constructive engagement in Burundi" (Bujumbura, December 1998), the United Nations country team in Burundi regretted that such an approach, although called for by the Economic and Social Council in its agreed conclusions 1998/1,⁷ had yet to be developed for that country. The Ad Hoc Advisory Group again encourages the United Nations system and the international community to develop strategies of support that cover all aspects of the transition from relief to development and ensure balanced and mutually supportive aid to the country.

VII. The role of the United Nations in addressing the needs of Burundi

43. During its visit to Burundi in November 2003, the Group witnessed the strong involvement of the United Nations in Burundi. In its various fields of work, be it political support, humanitarian assistance, rural development, health or education, the United Nations is undoubtedly a major field actor which has continued to provide assistance when bilateral and other forms of aid were frozen or considerably reduced.

44. The United Nations Office in Burundi was established in 1993, at the request of the Security Council, to support initiatives aimed at promoting peace and reconciliation. The Special Representative of the Secretary-General and Head of the Office chairs the Implementation Monitoring Committee, which is entrusted with the responsibility of ensuring the full and speedy implementation of the provisions of the Arusha Agreement. A Joint Ceasefire Commission operates as a subsidiary body of the Implementation Monitoring Committee, its chairman being appointed by the Secretary-General and reporting to his Special Representative. The Secretary-General submits a report on the situation in Burundi annually to the Security Council. Detailed and up-to-date information on political and security developments in Burundi and on the economic, humanitarian and human rights situation can be found in the Secretary-General's latest report (S/2003/1146 of 4 December 2003).

45. Most major United Nations agencies, funds and programmes operate in Burundi. These are FAO, UNDP, UNICEF, UNHCR, the Office of the United Nations High Commissioner for Human Rights, the United Nations Population Fund, the United Nations Educational, Scientific and Cultural Organization, WFP and WHO. The World Bank also has a field office in the country. The Resident Coordinator of operational activities of the United Nations system in Burundi and Humanitarian Coordinator also assumes the responsibilities of UNDP Resident Representative. The Group examined the level of collaboration between United Nations agencies. It was told that the difficult security environment prevailing in the country had stimulated mutual assistance and cooperation. Coordination mechanisms have been put in place on various aspects of the work and thematic groups and committees have been created on sectoral development activities. For example, UNDP, the World Bank and UNHCR have created through a memorandum of understanding an inter-agency unit (*cellule*) on reinsertion issues. The Group was informed that it was important that coordination focus not only on information-sharing but also on the development of common strategies and planning.

46. The United Nations system plays a crucial role in the field of humanitarian assistance, and the emergency support it provides has no doubt saved lives. The Office for the Coordination of Humanitarian Affairs coordinates a humanitarian Contact Group, which holds monthly meetings of all relevant United Nations and non-United Nations stakeholders, including more than 50 local and international non-governmental organizations. In addition, inter-agency technical committees work on specific humanitarian fields of work, with lead agencies for each of them. Coordination groups of United Nations agencies and partner non-governmental organizations also exist at the level of the provinces. For example, UNICEF and WFP signed a tripartite protocol of agreement with 11 international non-governmental organizations to support 248 nutritional, care and health centres throughout the country. The consolidated appeal process, as discussed above, also

contributes to increased coordination at the planning level of assistance and onwards.

47. As for development support, the United Nations system implements programmes that aim at building capacities in rural areas, including productive capacities, developing income-generating activities and promoting, *inter alia*, food security, support to communities and the education of girls. The second country cooperation framework for Burundi (2002-2004) was prepared by UNDP and approved by its Executive Board in September 2001. Its strategic programme areas are combating poverty and HIV/AIDS as well as democratic and economic governance. Most importantly, the United Nations country team is about to finalize the common country assessment for Burundi, the preparation of which was delayed because of the political situation. On the basis of the common country assessment, United Nations agencies are now preparing the United Nations Development Assistance Framework, which should be finalized in the first quarter of 2004. Burundi, which was exempted from this exercise, is steadily coming back into the normal process of planning assistance by the United Nations system.

48. The Commission on Human Rights has appointed Marie-Thérèse A. Kéita-Bocoum as Special Rapporteur on the situation of human rights in Burundi. Ms. Kéita-Bocoum reports annually to the Commission and to the Third Committee of the General Assembly.⁸ The Special Rapporteur, who also briefed the Ad Hoc Advisory Group, analyses the situation of human rights, justice and the rule of law and addresses important recommendations to the parties in conflict, the Burundian authorities and the international community. The Office of the High Commissioner for Human Rights has an office in Burundi, which monitors and promotes human rights and judicial reform.

VIII. International donor support to address the needs of Burundi

49. International financial assistance to Burundi fell by 66 per cent from 1990 to 2002. After the crisis of October 1993 and the embargo in 1996, international cooperation was suspended. Starting in 1998, several meetings on Burundi were organized and an agreement was reached on a strategy of providing exclusively humanitarian assistance. A conference held in Paris in December 2000, a few days after the signing of the Arusha Agreement, led to a decision to resume structural assistance to Burundi. At that Conference, donor pledges were estimated at \$450.31 million. In addition, it was decided to organize regular donor meetings. The subsequent donor round tables (held at Geneva in December 2001 and November 2002) led to a steady growth in donor pledges, estimated in total at \$981.62 million.

50. In spite of the repeated commitments, disbursements have been slow and limited to \$354.20 million or 36 per cent of total pledges. Most of the disbursements by bilateral donors have been used for humanitarian activities, often channelled through non-governmental organizations. multilateral institutions have however been more forthcoming in providing budgetary and balance-of-payments support as well as development project assistance. The International Monetary Fund and the World Bank have provided this support under post-conflict emergency programmes. The Bank disbursed in 2002 and 2003 the two first tranches (\$20 million each) of an economic rehabilitation credit amounting to \$54 million, while IMF approved two

drawings of \$13 million in post-conflict emergency assistance. The European Union has also provided budget support (\$37.62 million), while UNDP disbursed \$16.22 million in project and technical assistance and IFAD \$4.52 million.⁹ Some bilateral donors, such as Belgium and France, have also provided budget support.

51. On 13 and 14 January 2004, Burundi organized the Forum of Development Partners of Burundi in Brussels, in cooperation with the Government of Belgium and with the technical support of UNDP. The objective of the Forum was to draw broad and active support by bilateral and multilateral actors for Burundi to put an end to socio-economic chaos and allow Burundi to engage in poverty alleviation and sustainable development. Requests for assistance included four themes, each with financial requirements, for a total of \$1.7 billion: (a) budgetary and balance-of-payments support (\$942.8 million for the period 2003-2006), including external debt relief; (b) support to the national programme for capacity-building for good governance, including democratic, administrative and economic governance (\$99.9 million for 2004 and 2005); (c) a programme of support to the reform process of the defence and security forces (\$80 million); and (d) the National Programme for the Rehabilitation of War Victims (*Sinistrés*) (€500 million), including rural rehabilitation activities.

52. Twenty-five countries were represented, as well as the African Union, the European Union, the World Bank and IMF. The Ad Hoc Advisory Group participated in the Forum and was represented by its Chairmen, Ambassador Kumalo, Ambassador De Ruyt and Ambassador Nteturuye. Ambassador Kumalo was invited to make a statement on the Group's work and findings at the opening meeting of the Forum. Participants in the Forum pledged \$1.032 billion of assistance to Burundi. Donors expressed their satisfaction with progress made in the peace process and recognized that the country was at a crossroads, which called for a renewed commitment to support, to consolidate gains and commence in the second phase of the transition process, allowing for transition from relief to development assistance. Donors also stressed the subregional dimensions of the solutions to Burundi's development problems.

53. In its final communiqué, the Forum decided, inter alia, to establish a follow-up committee which will help in promoting coordination among donors. The Committee, chaired by the Government of Burundi and composed of representatives of the Government and donors, will hold monthly meetings. Participants also agreed to meet every year, preferably in Bujumbura, to assess the political, economic and social situation in the country.

54. Because budgetary support is essential for Burundi, the Group was informed by representatives of IMF and the World Bank of the efforts by the authorities of Burundi to ensure transparency and accountability in public expenditure, including through public expenditure reviews.

55. Burundi's foreign debt (86 per cent multilateral) represents 204 per cent of the gross national product, and its servicing absorbs 98.8 per cent of all revenues. The arrears to the African Development Bank (\$35 million) are of particular concern and a solution is urgently needed for Burundi to access other multilateral facilities. A Multilateral Debt Trust Fund has been established by the World Bank, a mechanism which has proved efficient in other post-conflict countries. The donor community has repeatedly been called upon to contribute to the Fund. As for bilateral debt (14 per cent of the total), the Paris Club announced in December 2003 that debt relief

would be granted as soon as the Executive Board of IMF had approved access by Burundi to the Poverty Reduction and Growth Facility.

56. On 23 January 2004, 10 days after the Forum of Development Partners, the Executive Board of IMF approved a three-year arrangement under the Poverty Reduction and Growth Facility for Burundi. The Group was informed that Burundi would qualify under the HIPC Initiative by the beginning of 2005.

IX. Observations and recommendations

57. The Economic and Social Council Ad Hoc Advisory Group on Burundi realizes that its work is being conducted at an important moment, as the people of Burundi are tackling the peace process with vigour and as they embark on the road from relief to development. The country faces various and interlinked challenges, which it is crucial to confront in order to promote stability and ensure durable peace and sustainable development. Among them, maintaining the momentum and consolidating the peace process, promoting stability and engaging in poverty alleviation and sustainable development deserve particular attention. The Group is much encouraged by the serious commitment and efforts made by Burundi to cope with these challenges. It is clear, however, that those efforts alone are not enough and that a strong partnership with the international community is required. While access by the country to international assistance has continued to be limited, the Group feels that the time has come to match the efforts of the Government and people of Burundi with substantive, prompt and effective support from the international community in order to reinforce a true partnership.

58. With all this in mind, the Group wishes to make the following observations and recommendations for consideration and possible action by the Economic and Social Council.

A. Maintaining the momentum and consolidating the peace process

59. The Group welcomes with satisfaction the appointment of a transitional Government of national unity and the inclusion therein of the representatives of CNDD-FDD (Nkurunziza) following the recent adoption of the Pretoria Protocols, which led to the Global Ceasefire Agreement between the Transitional Government and CNDD-FDD, signed at Dar es Salaam on 16 November 2003.

60. The Group welcomes the recent meeting, held in the Netherlands, between President Ndayizeye and a delegation of PALIPEHUTU-FNL, and expresses the strong hope that this step forward will bring the PALIPEHUTU-FNL of Agathon Rwasa fully into the peace process and put an end to hostilities and acts of violence.

61. The Group recalls the provisions of the Arusha Agreement of 28 August 2000 on the holding of elections before the end of the transition period and recognizes that there is a need to create a conducive atmosphere aimed at putting in place a democratic, inclusive and legitimate system of governance based on fair and free elections in Burundi. Should the Government seek technical assistance from the United Nations for those elections, the Group recommends a positive response.

62. The Group recalls that, in accordance with the Arusha Agreement, a National Truth and Reconciliation Commission is to be established, and that the Transitional Government has requested the Security Council to establish an international judicial commission of inquiry into genocide, war crimes and other crimes against humanity. Both are under consideration.

63. The Group commends the African Union for the crucial role played by the African Mission in Burundi, and calls on donors to provide financial support to enable it to carry out its mandate, including in the field of pre-cantonment of combatants. The Group also calls on the United Nations to support the efforts of AMIB with a view to enabling it to discharge its crucial responsibilities with regard to the peace process effectively.

B. Promoting stability

64. The Group appreciates the enormous challenges of the resettlement of refugees and internally displaced persons and calls for urgent supplementary action and support by the Government and its development and humanitarian partners. It stresses in particular the important work of UNHCR in assisting refugees returning from exile and carefully preparing for their resettlement. The Group calls for the consolidation of the activities of the National Commission for the Rehabilitation of *Sinistrés* and for the funding of its work by the Government and donors, as foreseen in the Arusha Agreement.

65. The Group recommends that the Government, in view of the already high population density and the expected need to resettle large numbers of returning refugees and internally displaced persons, address the issue of access to land. The Group further recommends that the Government consider traditional conflict resolution mechanisms, such as the *Bashingantahe*.

66. The Group emphasizes the need to proceed urgently with the disarmament, demobilization, rehabilitation and reintegration of ex-combatants, welcomes the Multi-Country Demobilization and Reintegration Programme managed by the World Bank and calls on donors to mobilize resources to finance the entire range of disarmament, demobilization, rehabilitation and reintegration activities, including the pre-cantonment of combatants and the restructuring of the security forces, and invites all parties concerned to coordinate closely in this regard. The Group also emphasizes the need to address effectively the specific situation of the child soldiers, in particular in the context of the agreement between the Government of Burundi and UNICEF on the demobilization of child soldiers.

67. The Group recognizes that, as a consequence of 10 years of war and the resulting deterioration of law and order, Burundi faces a growing problem of violence against women and children, and an emerging phenomenon of corruption and acts of banditry in some parts of the country. The Group stresses the need for the Government to make every effort to promote the rule of law.

68. The Group urges the authorities of Burundi to ensure the protection of human rights as a vital requirement for a peaceful society and necessary condition for stability in the country. The Group calls on the authorities to consider and ensure proper follow-up to the recommendations made by the Special Rapporteur on the situation of human rights in Burundi.

C. Engaging in poverty alleviation and sustainable development

69. The Group stresses that ensuring food security remains a major challenge for the country and that dependence on food aid should be gradually reduced through the promotion of self-reliance at the community level. It calls on the authorities of Burundi to intensify efforts to rehabilitate the agricultural sector. It also calls on international organizations, particularly FAO and WFP, and donors to continue substantial assistance to government efforts in this field.

70. The Group calls on the Government to intensify efforts to rebuild the basic infrastructure in the public health sector, and underlines the importance of the full engagement of the international community in this effort. The Group expresses concern about the alarming spread of malaria and the high prevalence of HIV/AIDS. It welcomes the implementation of the new protocol for the treatment of malaria with the support of WHO, UNICEF and non-governmental organizations, and the strategy to tackle the alarming spread of HIV/AIDS. The Group invites the Global Fund to Fight AIDS, Tuberculosis and Malaria to allocate funds for these activities. It also calls on the authorities to facilitate administrative procedures for the import of drugs, thus alleviating the shortage of medicine.

71. The Group stresses that education is a key lever for a sustainable post-crisis recovery and to sustain gains in reconciliation in the country. The Group encourages the Government to implement its national Plan of Action for Education, to facilitate access to education for all, including by waiving school fees for indigent children, and to promote in particular the education of girls. The Group also calls for substantial international support in this field.

72. The Group urges the Government to formulate a comprehensive economic diversification strategy with a view to finding new sources of growth and employment opportunities and expanding its range of exports. Such a strategy should include diversification of activities connected to the agricultural sector, including creating capacities for the processing of agricultural products; promoting labour-intensive projects, such as short-term public works and longer-term infrastructure rehabilitation; engaging in urban development, including housing; and developing services which would contribute positively to the long-term development of the Burundian economy. The Group invites relevant United Nations entities, the World Bank and other partners to assist the authorities of Burundi in this task.

D. Reinforcing international partnership

73. The Group stresses that humanitarian assistance remains indispensable in Burundi and welcomes the consolidated appeal process for 2004 as an integrated and comprehensive tool for international support to humanitarian work, and calls on the donor community to widely support this endeavour and significantly increase the amount of financial contributions to the projects included in the appeal. The Group also recalls the need to facilitate as much as possible the activities carried out by non-governmental organizations to bring humanitarian assistance to the people of Burundi.

74. The Group stresses that, as the political process moves forward, there is also a need to engage in more development-oriented activities with a view to rehabilitating communities and strengthening the capacity of both civil society and State

institutions to lay the ground for medium- and long-term development. It encourages the Government to prepare a poverty reduction strategy paper.

75. The Group welcomes the preparation by the United Nations country team of the common country assessment for Burundi, and underlines the importance of a solid analytical framework for coordinated international assistance. It encourages the country team to prepare the United Nations Development Assistance Framework as a strategic business plan of the United Nations operational agencies in the country and to coordinate closely in its elaboration with other development partners.

76. The Group calls for adequate financial support to relevant programmes and policies elaborated by the Government as well as projects submitted by United Nations agencies and other partners with the view to ensuring a transition from relief to development.

77. The Group commends the authorities of Burundi for their efforts to ensure financial accountability, including public expenditure reviews in spite of the war situation, and welcomes the Government's assurances that budgetary support will be used in a transparent manner.

78. The Group stresses the need to find an urgent and pragmatic solution to the burden of external debt, which has reached unsustainable proportions. It calls on the donor community to contribute to the Multilateral Debt Trust Fund established by the World Bank to help the country clear its arrears, including the arrears to the African Development Bank. The Group welcomes the commitment by the Paris Club to grant debt relief as soon as the Poverty Reduction and Growth Facility arrangement for Burundi was approved by the Executive Board of IMF. It urges other donors to grant debt relief in comparable terms.

79. The Group welcomes the assistance provided by the Bretton Woods institutions to Burundi and encourages them to continue their support. It welcomes the approval by IMF on 23 January 2004 of a three-year arrangement under the Poverty Reduction and Growth Facility.

80. The Group welcomes the success of the Forum of Development Partners of Burundi, held on 13 and 14 January 2004 in Brussels, and concurs with the final communiqué of the Forum in stressing the importance of translating, as a matter of priority, the commitments made into tangible assistance. The Group urges bilateral donors to provide further emergency assistance to Burundi, especially budgetary support, at this critical moment in the evolution of the peace process. It welcomes the establishment of a follow-up committee to the Forum of Development Partners of Burundi, which will hold monthly meetings.

Notes

¹ See Council decision 2002/304 of 25 October 2002.

² It is recalled that the Security Council mission to Burundi in June 2003 recommended that the Council urge donor countries to fulfil commitments made and to follow up closely this point with the international financial community (see S/2003/653).

³ UNAIDS, *Report on the global HIV/AIDS epidemic*, 2002.

⁴ UNDP, *Human Development Report 2003* (United Nations publication, Sales No. 03.III.B.1).

⁵ WHO, "Le point sur le changement du protocole de traitement du paludisme au Burundi", November 2003.

⁶ UNDP, "Closing the gap"; contribution to the Inter-Agency Standing Committee reference group on post-conflict reintegration, June 1999.

⁷ See *Official Records of the General Assembly, Fifty-third Session, Supplement No. 3 (A/53/3)*, chap. VII.

⁸ For the latest report, see A/58/448.

⁹ Burundi, Ministry of Planning, Development and Reconstruction, Progress report on donor pledges made at the various round tables, June 2003.



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Other matters

Inter-agency cooperation and coordination in the follow-up to the World Summit on Sustainable Development

Report of the Secretary-General***

Summary

The present report outlines the decisions taken and work being carried out within the framework of the United Nations System Chief Executives Board for Coordination (CEB) to enhance inter-agency cooperation and coordination in the follow-up to the World Summit on Sustainable Development, focusing on collaborative arrangements relating to freshwater, water and sanitation, energy, oceans and coastal areas, and to changing unsustainable patterns of consumption and production. While the arrangements are being tailored to the different requirements of each thematic area, the key cross-cutting objectives include strengthening inter-agency participation and involvement, and enhancing system-wide synergy in support of the follow-up to the Summit and the work of the Commission on Sustainable Development. The High-level Committee on Programmes, on behalf of CEB, will keep under review the overall contribution of the United Nations system to Summit follow-up and will seek to ensure mutual reinforcement between that effort and inter-agency processes in the follow-up to other global conferences and the United Nations Millennium Declaration.

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*** Submission of the report is delayed in order to reflect the latest activity undertaken within the framework of the United Nations System Chief Executives Board for Coordination to enhance inter-agency cooperation and coordination in the follow-up to the World Summit on Sustainable Development.



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I. Introduction

1. In paragraph 152 of the Plan of Implementation of the World Summit on Sustainable Development (Johannesburg Plan of Implementation), as reiterated by the Economic and Social Council in paragraph 18 of its resolution 2003/61, the Secretary-General was requested to utilize the United Nations System Chief Executives Board for Coordination (CEB), including through informal collaborative efforts, to further promote system-wide cooperation and coordination in the follow-up to the Summit. The Summit recognized the need to strengthen United Nations inter-agency coordination and to enhance the effectiveness and efficiency of system-wide activities through increasing synergy, and limiting overlap and duplication.
2. At its eleventh session, the Commission on Sustainable Development reaffirmed the importance of coordinated follow-up action. It decided, *inter alia*, to organize its future work in two-year implementation cycles and requested the Secretary-General to prepare a report on inter-agency cooperation and coordination activities for the Summit follow-up, taking into account the ongoing process of United Nations reform. Pursuant to Economic and Social Council resolution 2003/61, the present report has been prepared for submission to both the Council and the Commission to provide an update on the actions taken to date in achieving United Nations system-wide coordinated follow-up to the Summit.
3. CEB, with the support of its High-level Committee on Programmes (HLCP), began addressing the Summit follow-up at its fall 2002 session, continued to give orientation to the elaboration of inter-agency collaborative arrangements during 2003, and will finalize consideration of outstanding issues at its spring session in 2004. Other coordination bodies, such as the United Nations Development Group (UNDG) and the Environment Management Group, are actively contributing to inter-agency cooperation to advance integrated follow-up to the Summit and other global conferences, within the overall framework developed by CEB. As the activities are ongoing, the information provided in the present report will be supplemented when the Commission on Sustainable Development considers this issue at its twelfth session, under agenda item 5.

II. Outcomes of the World Summit on Sustainable Development and implications for the United Nations system

4. At its second regular session in 2002, shortly after the conclusion of the Summit, the United Nations System Chief Executives Board for Coordination addressed the implications of the outcomes of the Summit for the United Nations system. Representatives of CEB member organizations welcomed the emphasis on implementation, and committed their organizations to contribute to integrated and coordinated follow-up. The representatives agreed that strategic and programmatic frameworks to advance implementation should be flexible and action-oriented, and requested HLCP to make suggestions on the steps required to maximize United Nations system support for a sustained follow-up.
5. In addressing the implications of the Summit outcomes for inter-agency work, HLCP highlighted the responsibility of the United Nations system to assist Governments in focusing sharply on implementation — based on a coherent

framework of action tied to the agreed goals of the Millennium Summit of the United Nations, the International Conference on Financing for Development and the World Summit on Sustainable Development — and to promote enhanced inter-agency coordination and collaboration at all levels, particularly in the field, building synergy with the outcomes of other United Nations conferences. HLCP stressed the need for the plans of United Nations system agencies for the implementation of Summit outcomes to be consistent with country development and poverty eradication strategies, to have demonstrable results and to be focused on long-term sustainability. HLCP also called for a renewed effort to enhance implementation through the regional commissions and the regional frameworks of the organizations and bodies of the United Nations system. It recognized the need for all relevant stakeholders to be actively engaged in the follow-up to the Summit, based on a determination of the comparative advantage of the United Nations system and other development actors. Members of HLCP shared the view that there was a need to reorient system-wide collaborative activities at all levels in order to effectively advance those objectives.

6. HLCP recommended to CEB that United Nations system-wide support to the follow-up to the Summit should be guided by the following basic principles:

- (a) Coherence and consistency in the follow-up to United Nations conferences;
- (b) A unified thematic approach in order to avoid duplication;
- (c) A clear division of responsibilities among the various actors in the United Nations system;
- (d) Enhanced exchange of information and two-way communication;
- (e) Clear support for the Summit principle of integrating the three components of sustainable development, namely, economic growth, environmental protection and social development;
- (f) Full ownership of the follow-up process by Governments;
- (g) Enhanced focus on achieving specific goals, targets and time-bound measures;
- (h) A closer link between policy work at the global level, and operational activities at the regional and country levels.

7. With regard to implementation at the regional and subregional levels, HLCP placed special emphasis on the role of the regional commissions in cooperation with other regional and subregional organizations. At the global level, HLCP concluded that the task manager system, established after the United Nations Conference on Environment and Development, should be recast to maximize policy coordination and programmatic coherence and consistency, and to allow individual agencies and organizations to contribute towards achieving specific goals and targets. It considered that future arrangements should be designed to achieve the following objectives:

- (a) Focus on implementation, with greater attention paid to specific sectors and goals, without prejudice to meeting requirements for reporting and supporting normative discussions;

(b) Support and complement the follow-up mechanisms on the outcomes of other relevant United Nations conferences held during the last decade;

(c) Promote stronger linkage between global intergovernmental deliberations and implementation measures at the country level;

(d) Promote flexible, action-oriented, innovative and inclusive approaches for launching implementation initiatives, based on the comparative advantage of different United Nations institutions and the level of engagement of non-United Nations actors;

(e) Apply the issue management approach, wherever possible;

(f) Advance a genuine integration of the three components of sustainable development.

8. During its spring session, in 2003, CEB endorsed the overall approaches developed by HLCP for follow-up to the Summit. CEB particularly underscored the need for coherence and consistency at the operational, regional and global levels; country ownership of the follow-up process; and the importance of giving greater attention to the regional scope of Summit follow-up. It further requested HLCP to assist in identifying ways to streamline parallel processes and avoid duplicate reporting. CEB recalled that, in October 2000, it had decided to streamline its subsidiary machinery in order to replace standing inter-agency bodies, which operated according to an established pattern of meetings and formal reporting, with collaborative arrangements that would be more flexible, more result-oriented, would allow for continued substantive interactions among agency experts in different areas, and could be adapted to the differing requirements for coordination and cooperation relative to each area. The objective was to enable CEB and its new high-level committees to concentrate on key issues and matters of strategic concern, while encouraging, at the sectoral level, more dynamic methods of work to ensure concrete progress in the different areas of inter-agency concern, engaging, wherever appropriate, new stakeholders and other key external partners. It concluded that these more flexible, differentiated, function-based approaches were well suited, and should be applied, to the extent possible, to the new collaborative arrangements to be put in place for the follow-up to the Summit.

9. With regard to the substantive aspects of the Johannesburg Plan of Implementation, CEB observed that the areas of health, agriculture, biodiversity and ecosystem management, and adequate shelter, had a clear institutional focal point within the United Nations system, which should be drawn upon to steer follow-up actions and interactions with other partners, avoiding duplication at the international, inter-agency and secretariat levels. With regard to freshwater resources as well as water and sanitation, extensive work was under way within the United Nations system and a large number of collaborative arrangements were in place. There was, however, no institutional focal point in the United Nations system. CEB, therefore, requested that consultations on substantive inter-organizational requirements be pursued in order to guide the form and tasks of such arrangements, taking into account existing mechanisms and the need to secure organized inter-agency coordination in that area. With regard to energy, and noting the diversity of activities undertaken within the United Nations system, CEB advocated a similar approach whereby the identification of substantive tasks would guide consideration of appropriate mechanisms, including modalities for engagement with key non-

United Nations system actors. It also underscored the need for more effective coordination relating to oceans and coastal areas. The specific proposals developed by HLCF for the follow-up arrangements are outlined in section III below.

III. Decisions of the United Nations System Chief Executives Board for Coordination/High-level Committee on Programmes

A. Freshwater and water and sanitation

10. The United Nations Millennium Declaration commits Governments to halve, by the year 2015, the proportion of people without access to safe drinking water. The Johannesburg Plan of Implementation not only reaffirmed that goal, as contained in the Millennium Declaration, but also added the issue of access to basic sanitation. It adopted four major objectives with regard to water and sanitation, namely, (a) halve, by the year 2015, the proportion of people who are unable to reach or to afford safe drinking water and the proportion of people who do not have access to basic sanitation; (b) develop integrated water resources management and water efficiency plans by 2005; (c) develop programmes for mitigating the effects of extreme water-related events; and (d) establish and/or further develop national monitoring networks and water resources databases.

11. Implementation of the water agenda emanating from the Summit and the Johannesburg Plan of Implementation will require an effective response from all stakeholders to the four objectives mentioned above. For the United Nations system in particular, it is critical to formulate collaborative strategies for the effective follow-up to the Summit and to actively promote the implementation of existing agreements within the agreed time frames. In the same spirit, the United Nations system must contribute constructively to the programme of work of the Commission on Sustainable Development and its sessions in 2004 and 2005, which will focus on water, sanitation, and human settlements.

12. The Johannesburg Plan of Implementation calls for effective coordination and decision-making among various international and intergovernmental bodies and processes concerned with water-related issues, both within the United Nations system, and between the United Nations and international financial institutions, drawing on the contributions of other international institutions and civil society; and for close coordination in elaborating and implementing activities related to the International Year of Freshwater, 2003, and beyond.

13. Within the United Nations system, water is dealt with by a number of specialized agencies, programmes and other entities. Implementation of the complex and ambitious international agenda is a collective responsibility and challenge — beginning with the United Nations system and involving other progressively non-traditional partners and stakeholders in the global, comprehensive effort.

14. Following its discontinuation in 2001, the members of the former Administrative Committee on Coordination Subcommittee on Water Resources developed new networking arrangements to continue the activities of the defunct subcommittee. In October 2002, immediately after the Johannesburg Summit, they formed a body known as "UN-Water". UN-Water brought together the senior

managers of the water-related programmes of 24 United Nations system entities, and was responsible for the preparation and publication of the first edition of the *World Water Development Report* in March 2003. The United Nations system-wide world water assessment programme, of which the *Report* is part, was created to provide the kind of global water assessment and policy advice called for by the Summit and by the Commission at its eleventh session. Its priorities are to lay the basis for implementing system-wide activities in support of the Johannesburg Plan of Implementation, the Millennium Development Goals concerning water and sanitation, and the work of the Commission.

15. UN-Water has also been gearing itself to manage new external partnerships, such as with the Global Water Partnership, the World Water Council, the Water Supply and Sanitation Council, the International Union for the Conservation of Nature, and the private sector. It has constituted a subgroup that deals specifically with sanitation issues and is planning to create one on capacity development in the near future. It has also incorporated a task force on gender and water.

16. CEB, on the recommendation of HLCP, has decided to endorse UN-Water as the inter-agency mechanism for follow-up of the water-related decisions reached at the Summit and the Millennium Development Goals concerning freshwater. It has requested UN-Water to finalize its terms of reference and modalities of work, including arrangements for progressive and effective participation of non-United Nations actors in the Summit follow-up, bearing in mind relevant guidelines established by CEB (see para. 8 above). The International Strategy for Disaster Reduction (ISDR) was similarly requested to inform HLCP on progress achieved in developing programmes, in cooperation with UN-Water, for mitigating the effects of extreme water-related events (see Johannesburg Plan of Implementation, para. 26 (d)).

B. Energy

17. Building on the outcome of the ninth session of the Commission on Sustainable Development, the Summit identified five key areas as critical to achieving the goal of energy for sustainable development. The areas include (a) improving access to reliable, affordable, economically viable, socially acceptable and environmentally sound energy services and resources; (b) improving energy efficiency; (c) increasing the proportion of energy obtained from renewable energy sources; (d) diversifying energy supply through advanced, cleaner, more efficient, affordable and cost-effective energy technologies; and (e) implementing transport strategies that promote sustainable development.

18. The economic, social and environmental goals of sustainable development, as expressed in the United Nations conferences and summits of the 1990s, cannot be achieved unless energy is produced, distributed and utilized in fundamentally different ways in the future. Emphasis needs to be placed on the development and application of new and renewable sources of energy. A combination of public policies and private-sector incentives, complemented by efforts at the local, national, regional and international levels, is essential to achieving a sustainable energy future.

19. The work of the United Nations system in the area of energy covers a wide array of activities and is undertaken by such organizations as the United Nations

Development Programme (UNDP), the Department of Economic and Social Affairs of the United Nations Secretariat, the World Bank, the United Nations Environment Programme (UNEP), the United Nations Conference on Trade and Development (UNCTAD), the International Atomic Energy Agency, the United Nations Industrial Development Organization (UNIDO), the Food and Agriculture Organization of the United Nations, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Meteorological Organization. The regional commissions also carry out significant energy activities. At the country level, many of the activities of the United Nations system focus on improved energy efficiency, renewable energy and clean fossil fuel technologies, including support for capacity development and policy dialogue.

20. Throughout the United Nations system, there is wide recognition that the issues of energy use and efficiency are closely linked to climate change. The mandates of the United Nations Framework Convention on Climate Change are crucial for future work in this area, and should be fully taken into consideration.

21. A preliminary review by HLCP of the existing capacity in the United Nations system to undertake activities in the area of energy, has identified gaps in terms of the programmatic reach of the institutions and the financial resources available to them to implement their mandates.

22. Some of the specific gaps include:

(a) Inadequate integration of energy-related aspects in the overall socio-economic development programmes and projects;

(b) Inadequacies in the quality of information, statistics and indicators; the information available to support decision-making varies in quality and there are different criteria for collection of data; the measurement of progress towards targets and goals requires more accurate, accessible and relevant information than is currently available;

(c) Lack of guidance on deregulation and energy sector reform. The general trend towards market reform also holds true for the energy sector: developing countries face particular challenges and the United Nations system should be active in responding to them;

(d) Need for better integration of the normative, analytical and operational activities of the United Nations in the field of energy;

(e) Need for better balance between upstream activities dealing with policy advisory services and downstream activities dealing with operational activities at the country level;

(f) Need for more effective means:

(i) To translate global goals into country-level and sectoral action plans;

(ii) To ensure mutually reinforcing collaboration and greater policy coherence between the various intergovernmental processes relevant to energy for sustainable development and to climate change.

23. No single entity in the United Nations system has primary responsibility for energy, and independent approaches have been taken by each entity within its respective mandate. As a result, a system-wide approach to addressing energy issues

has not yet emerged. An adequate response to the call, embodied in the Johannesburg Plan of Implementation, for joint action on energy by the United Nations and other stakeholders will require more inclusive and broad-based arrangements than are currently in place. Other development actors, particularly in the private sector, have clear comparative advantages in that area and must be effectively engaged in the follow-up efforts.

24. The Ad Hoc Inter-Agency Task Force on Energy, which supported the work of the Commission on Sustainable Development at its ninth session and undertook joint activities related to the implementation of the world solar programme and the development of sustainable energy indicators, and facilitated cooperation among agencies on various partnerships launched during the Summit process, noted that a system-wide approach to energy and sustainable development should provide a reference framework for the energy-related activities of the United Nations system and the strategy should promote a balanced and mutually reinforcing approach to the economic, social and environmental aspects of sustainable energy development.

25. Owing to the complexity and interrelatedness of the issues within the broader sustainable development framework, and the diversity of mandates and approaches that currently exist, developing a coherent and coordinated response to the Summit follow-up in the area of energy presents a major and critical challenge to United Nations system efforts in support of sustainable development.

26. Guided by the above consideration, HLCP is actively pursuing consultations on the most suitable arrangements to advance collaboration and coordination in the area of energy, and will revert to the issue at its forthcoming session. HLCP is also guided by the recommendations of a subgroup of specific member organizations, which has been undertaking a review of current activities in relation to Summit mandates, and has been tasked to base its proposals on the experience to date at the inter-agency level, as well as to include provision for the participation of non-United Nations actors.

27. The findings of the subgroup will be reported to CEB at its spring session and will be made available to the Commission at its twelfth session.

C. Oceans and coastal areas

28. The Summit emphasized that oceans, seas, islands and coastal areas form an integrated and essential component of the Earth's ecosystem and are critical for global food security and for sustaining economic prosperity. Recognizing the critical importance of those issues, the Summit adopted a number of concrete goals with regard to an ecosystem approach, fish stocks, biodiversity, protection of the marine environment, particularly from land-based activities, maritime safety, and improving the scientific understanding and assessment of marine and coastal ecosystems.

29. In adopting those goals, which cover a wide range of issues, the Summit recognized that ensuring sustainable development of the oceans will require a special effort to ensure effective coordination and cooperation, including at the global and regional levels, as well as among the relevant bodies. In that context, the Johannesburg Plan of Implementation called for steps to establish an effective, transparent and regular inter-agency coordination mechanism on ocean and coastal issues within the United Nations system. The recommendation was subsequently

endorsed by the General Assembly in its resolution 57/141, in which the Assembly invited the Secretary-General to establish an effective, transparent and regular inter-agency coordination mechanism on oceans and coastal issues within the United Nations system.

30. Prior to the restructuring of the CEB machinery, and since 1993, the Administrative Committee on Coordination Subcommittee on Oceans and Coastal Areas was the principal inter-agency mechanism focusing on the issues of environmental protection and sustainable development — a mandate derived from chapter 17 of Agenda 21. Issues related to international coordination and cooperation in that area were repeatedly raised during various intergovernmental meetings, particularly during the fourth and seventh sessions of the Commission on Sustainable Development. The United Nations Open-ended Informal Consultative Process on oceans and the law of the sea was established and mandated to address, among other questions, the issue of inter-agency coordination, which was given particular attention during its third (2002) and fourth (2003) sessions. The Informal Consultative Process has pointed to a number of functions that need to be pursued through an inter-agency mechanism, including: (a) coordinating and harmonizing United Nations system activities related to oceans; (b) reviewing programmes and activities and identifying issues with a view to updating and enriching the relationship between the United Nations Convention on the Law of the Sea and Agenda 21; (c) ensuring integrated ocean management at the international level; (d) coordinating inputs to the annual report of the Secretary-General on oceans and the law of the sea.

31. The sessions highlighted the need, fully shared at the inter-agency level, for dedicated but flexible processes to undertake joint activities that address emerging challenges and issues, such as the global marine assessment process, regional ocean governance and the development of guidelines for the application of the ecosystem approach.

32. HLCP recognized that the enhanced coordination of activities relating to oceans and coastal areas will require both review and harmonization of ongoing activities as well as the need to address emerging challenges and the launching of new joint initiatives. Collaborative arrangements that cover, inter alia, the political, legal, security, economic, social, and environmental aspects of the activities should include not only members of the former Administrative Committee on Coordination Subcommittee on Oceans and Coastal Areas but also international financial institutions and other institutions like the International Seabed Authority and the secretariats of multilateral environment treaties, such as the Convention on Biological Diversity and the United Nations Framework Convention on Climate Change.

33. In the light of the above considerations, an open-ended network that engages all relevant programmes, entities and specialized agencies of the United Nations system and the secretariats of the relevant international conventions is now being organized to ensure a continuing exchange of information and views. A steering group, composed of senior representatives of the most directly involved organizations and programmes in the network, will meet, as required, to review ongoing activities, coordinate programmes, and harmonize support for relevant deliberations at the United Nations Open-ended Informal Consultative Process. The

meetings will be scheduled according to the sessions of the United Nations Open-ended Informal Consultative Process.

34. The development of new initiatives, in response to emerging challenges that may be identified by the network, will be entrusted to task-oriented groups with well-defined terms of reference, open to the participation of non-governmental organizations and other international stakeholders. A task force, for example, could be established to focus on the coordination, planning and implementation of the global marine assessment process or on regional ocean governance.

35. The approaches to collaborative arrangements will require: (a) the intensive use of electronic communication; (b) scheduling meetings in conjunction with related intergovernmental or expert meetings; (c) the establishment of cooperative agreements among heads of agencies or responsible managers; (d) an open dialogue with non-United Nations system actors and transparent communication with all partners, including through the use of a dedicated web site. The approaches will build on, and make full use of, the experience and existing inter-agency cooperative mechanisms or projects, including the Global Programme of Action for the Protection of the Marine Environment from Land-based Activities, the Global International Water Assessment, the United Nations Atlas of the Oceans, the Joint Group of Experts on the Scientific Aspects of Marine Environmental Protection, and the Global Oceans Observing System, among others.

36. CEB has approved the above-mentioned approach, including the creation of an oceans and coastal areas network, which is currently elaborating detailed terms of reference and a work programme.

37. CEB has also requested the Division of Ocean Affairs and the Law of the Sea of the United Nations Secretariat to keep HLCP informed of progress achieved in the establishment, by 2004, of a regular process for global reporting and assessment of the state of the marine environment, as called for by the Johannesburg Plan of Implementation and the General Assembly in its resolution 57/141.

D. Changing patterns of unsustainable production and consumption

38. The Johannesburg Plan of Implementation highlights the essential actions required to achieve fundamental changes in the way societies produce and consume, changes that will be indispensable for achieving global sustainable development. It also calls for a 10-year framework of programmes in support of regional and national initiatives to accelerate the shift towards sustainable consumption and production to promote social and economic development within the carrying capacity of ecosystems by addressing and, where appropriate, delinking economic growth and environmental degradation (see Johannesburg Plan of Implementation, para. 15). As follow-up to the Johannesburg Plan of Implementation, a meeting of international experts was held in Marrakesh, Morocco, from 16 to 19 June 2003, to elaborate a 10-year framework of programmes for sustainable consumption and production on the basis of the outcomes of two expert-level preparatory meetings held in Argentina and Indonesia.

39. The Marrakesh process reaffirmed the existing inter-agency collaborative arrangements and produced a 10-year framework of programmes for sustainable consumption and production with a clear set of objectives and work modalities,

including biennial meetings of experts to monitor, evaluate and guide the work of the United Nations system and other partners as follow-up to the Summit and the Johannesburg Plan of Implementation. The meetings will be supported by informal task forces or round tables.

40. The Department of Economic and Social Affairs and UNEP are the principal organizations in the United Nations system responsible for sustainable consumption and production in general, while specific issues have been handled by a number of other organizations, such as UNIDO on cleaner production, the United Nations Human Settlements Programme (UN-Habitat) and the Economic and Social Commission for Asia and the Pacific on sustainable human settlements, UNCTAD on trade and sustainability, the Secretariat of the Basel Convention on waste management, UNESCO on education for sustainable development, and the International Labour Organization on working conditions.

41. Both the Department of Economic and Social Affairs and UNEP are involved not only with broad policy questions but also with specific issues. The activities of the Department of Economic and Social Affairs include environmental management accounting, national industrial strategies for sustainable production, national policies for sustainable public procurement, indicators of sustainable consumption and production and assessments of global trends. The activities of UNEP, on the other hand, include programmes that address consumer awareness and advertising, eco-labels, the life-cycle approach, cleaner production, procurement training, procurement by international organizations, partnerships with business and financial institutions, eco-design and a product service system.

42. The Department of Economic and Social Affairs and UNEP will take the lead in convening the biennial international meetings and a regional consultative process, in collaboration with the regional commissions. In accordance with requirements, they will organize task forces, round tables and other expert-level meetings on specific issues, in consultation with other concerned organizations.

43. The Marrakesh process recognized the importance of intergovernmental and institutional communication and of inter-agency collaboration. It will also provide input into intergovernmental decision-making. It would thus appear that collaboration and coordination for follow-up to the Summit and the implementation of the Johannesburg Plan of Implementation through the 10-year framework do not require the establishment of a formal collaborative mechanism: the principal organizations involved will take the lead in carrying out tasks associated with different aspects of the framework.

44. CEB endorsed the approach adopted by the Marrakesh process and requested the lead organizations, the Department of Economic and Social Affairs and UNEP, in cooperation with other organizations concerned, in particular UNIDO and UN-Habitat, to implement the framework and keep HLCP informed of further developments in this area. The Department of Economic and Social Affairs and UNEP have been asked to consult on all aspects of work as well as to develop a joint web site to keep all interested parties fully informed, on a timely basis, of ongoing activities and other developments in the context of the framework.

IV. Conclusions

45. The present report provides an account of the actions taken to date within the framework of CEB to organize inter-agency involvement in the follow-up to the Summit in key areas. At its twelfth session, the Commission on Sustainable Development will be informed of developments and of further actions taken since the issuance of the present report.
46. HLCP, on behalf of CEB, will oversee the overall contribution of the United Nations system to Summit follow-up and will seek to ensure mutual reinforcement between that effort and inter-agency processes in the follow-up to other global conferences and the United Nations Millennium Declaration.
47. Inter-agency arrangements for follow-up to the Summit have been designed so as to ensure well coordinated system-wide inputs to the work of the Commission in the different areas of concern, guided by the new programme of work adopted by the Commission at its eleventh session and endorsed by the Economic and Social Council.
48. The arrangements are being supplemented by inter-agency consultations, convened by the secretariat of the Commission in preparation of, and in conjunction with, the sessions of the Commission.
49. It is essential that a continuing dialogue be established between the Commission and the organizations of the United Nations system — individually as well as collectively, directly as well as through the secretariat of the Commission — to ensure that these arrangements respond to the overall policy framework that the Commission has established for Summit follow-up and to its requirements for well-coordinated inputs to its deliberations.
50. The United Nations system, through CEB and HLCP, is committed to providing coordinated support to maximize the capacity of the Commission to guide national, regional and international action for effective follow-up to the Summit, within the overall framework of the follow-up to global conferences and the United Nations Millennium Declaration.